

REPORT
—OF—
THE ADVISORY CITY PLANNING
COMMITTEE
ON
STREET EXTENSIONS, WIDENINGS
AND IMPROVEMENTS
IN THE
CITY OF TORONTO

1930

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MAYOR'S MESSAGE.

GENTLEMEN OF THE COUNCIL:—

This special meeting of the city council has been summoned to receive a report on street extensions and widenings and the improvement of general traffic conditions in all parts of the city. This report is a general plan for the entire city which this council and future city councils can follow in developing Toronto's main street car and automobile thoroughfares. It is designed to meet the requirements of a city of twice the population of greater Toronto, or between one and a half and two million people.

These plans which will be explained in detail by Works Commissioner Harris have been very carefully prepared by the officials of our several city departments. They are a culmination of the years of experience of our officials, who for the past four months have been engaged on their preparation.

I have conferred with representatives of the city commissions who are directly interested, the Toronto Transportation Commission and the Harbour Commission, and provision had been made for the future requirements of these publicly owned utilities.

Before going into a more detailed description of what is proposed I would emphasize the necessity of laying down a general policy of city wide development which can be proceeded with year by year as the need arises. The advisability of such a general city plan has frequently been discussed by various civic bodies and by citizens interested in the orderly development of the community. In formulating the present report our officials have been seized with the importance of defining a general plan, sections of which can be carried out from time to time when it becomes manifest that they are necessary.

However these plans have been left sufficiently elastic to allow for variations which the exigencies of local situations may require, but which will not interfere with the larger development. Nor is this plan one which must be carried out in any given period of time. There are certain essential portions which should be proceeded with at the earliest moment. Other portions are some years ahead of present requirements, but these are designed to provide guidance in future development. Each individual item of the plan is a part of the larger plan. Provision is also made to link up with arterial roads in the suburban districts, in the future.

Very careful study has been made of traffic conditions both from the standpoint of street car traffic and of automobile traffic. The object is to provide main parallel streets for these two types of transportation. In this way it is hoped to provide a faster and more comfortable street car service and at the same time make adequate provision for the growth of automobile traffic.

It is desirable that full consideration should be given to the requirements of the Toronto Transportation Commission, because that utility is responsible for the transportation of 86 per cent. of the total population of Toronto.

The officials have carefully studied the present and the future requirements of every section of the city. Diagonal streets have been eliminated from the plans wherever possible. They have endeavoured to lay out new streets in such a fashion that they will provide the greatest utility with a maximum of safety and economy. It is proposed that existing streets shall be used wherever possible in the laying out of new through streets. Provision is made for streets from the downtown centre to the east, north and west sections.

The plan provides for the widening of Queen Street through the downtown section; the improvement of Richmond Street as a parallel traffic highway to Queen Street. Wellington Street is likewise dealt with in similar fashion. It is proposed that Richmond Street be made a fast motor street east and west in the downtown section, but the car tracks will not be removed. They will be available for use by the T.T.C. whenever the Commission finds that they are necessary for the back feeding of other north and south lines.

The opening up of University Avenue south to Front Street between York and Simcoe Streets will provide for a fast motor thoroughfare west of Yonge Street to the north end of the city.

The widening of Avenue Road and the removal of the street car tracks from this street and its extension to the bridge at York Mills will improve traffic conditions on this north and south thoroughfare.

Linking up of Jarvis Street with Huntley and Sherbourne Streets and their extension through to St. Clair Avenue which you recently approved will provide for traffic into the North Toronto district east of Yonge Street.

Another street extension which it is believed will provide great relief to street car traffic and which is considered necessary by your officials is the extension of Bay Street northerly to St. Clair Avenue. The officials propose a route which it is hoped will eliminate objection.

Widening of a portion of Yonge Street north of Bloor Street is proposed.

Improvement of transportation to the east end of the city will be made possible by three new main arteries. One of these will be via Fleet Street to Cherry Street, thence easterly by Keating and Commissioners Streets to Leslie Street and Kingston Road and Woodbine Avenue.

The extension of Dundas Street easterly to Kingston Road is proposed. Another street paralleling the railway tracks, to link up existing streets is also proposed.

Widening of Davenport Road between Bay and Dupont Streets and the extension of Church Street to Yonge Street at Davenport Road have been before you and are included in this general plan.

Provision is made in the plan for future development west of the Humber River whenever the need arises. The extension of Royce Avenue, making a link with the west end of the city is proposed.

There are also a number of street extensions both in the east and west end of the city which will improve north and south bound street car traffic.

The T.T.C. contemplate operating a car line into the industrial area in the east end of the city and plans are now being made. The operation of a bus service along Fleet Street when that thoroughfare is completed has also been considered by the T.T.C. This will consist of a local service and a through fast service from the east end to the west end of the city via the waterfront. The local service will link up with the street car lines which have their termini at Fleet Street, while the through bus service will operate on a faster schedule. It is expected that this service will be put into operation when the construction of Fleet Street east of Yonge Street is completed.

Plans for a new Fleet Street entrance into the east end of the Canadian National Exhibition grounds have already been adopted by council. Upon completion of the new Bathurst Street bridge which will be constructed this year, and when conditions warrant, a street car service will be operated from the foot of Bathurst Street to the Exhibition grounds.

It will be necessary for the city to secure general city planning legislation dealing with improvements which are to be made in the future, and I would recommend to the legislation committee the preparation of the necessary application for such legislation at the next session of the legislature.

I recommend that this general plan be referred to the Works and Legislation Committees for consideration.

Before I call on Works Commissioner Harris to present the plan in detail, permit me to enumerate the civic works either under way or which will commence this year.

The construction of Fleet Street from York Street to Cherry Street and outlet to the east end; the straightening of Gerrard Street at Carlaw Avenue (now under way), the widening of Bay Street between Dundas and Grenville Streets (now under way), the widening of College Street from Yonge Street to Spadina Avenue, construction of the new Bathurst Street bridge.

The extension of University Avenue and the extension of Jarvis-Sherbourne Streets through Rosedale to St. Clair Avenue have been approved by council and now await a report on the division of cost which will shortly be presented by the civic officials. Local improvement notices on the extension of Church Street to Davenport Road and the widening of Davenport Road to Bay Street has been given.

Respectfully submitted.

BERT S. WEMP,

Mayor.

MAYOR'S OFFICE,

Toronto, May 14th, 1930.

CITY HALL,
Toronto, 2,
May 12th, 1930.

BERT S. WEMP, ESQ. (*Mayor*),
and Members of the Council of the Corporation of
the City of Toronto.

Re City Planning.

GENTLEMEN.—In Report No. 3 of the Board of Control, adopted by Council on February 10th, 1930, the City Architect, Commissioner of Finance, Assessment Commissioner, City Surveyor and the Commissioner of Works were appointed to act in an advisory capacity on all matters pertaining to street widenings, opening and extensions. On March 24th, 1930, the Parks Commissioner was added to the Committee.

Since January 3rd last, several of the aforementioned officials acting in related capacity have been studying the preparation of a city-wide plan and since February 10th, have been intensively engaged thereon in order that submission might be made at earliest date.

We beg to herewith present for your consideration three plans embodying our conclusions.

You will appreciate that in the very limited time allowed us, it has not been possible to make presentation in other than skeleton form and the conclusions submitted are illustrative of planning on broad lines, which may, after detailed survey, require modification in some particulars. Neither detailed surveys nor estimates have been prepared, except in the case of improvements which have already been endorsed by Council. To make the necessary surveys and estimates would, in our opinion, require a minimum period of two years to fully accomplish. This work would require the assembly of a special staff.

We have not, in this report, dealt with the improvement of the area lying between Queen and Front Streets and Spadina Avenue and Sherbourne Street as previously endorsed by your officials, with the exception of University Avenue extension (which has been approved by Council) and Temperance Street extension and a treatment of Richmond Street between Shaw Street and George Street, both of which are essentially new in character. We have pursued this policy owing to the pronouncement of the duly qualified ratepayers on January 1st last.

The preparation of a complete plan to govern every phase of the growth of the City of Toronto would entail consideration of the following matters:—

Population—Present and future of the City and the suburbs, its estimated growth and daily movement.

Street System.

Transportation.

Public Recreation.

Zoning.

Aesthetics.

These matters are interrelated and their proper study would necessitate an investigation by a considerable staff extending over a far greater length of time than has been available for the preparation of the plans submitted herewith, which must on that account be considered to be preliminary only.

Primarily the need for planning is the outcome of the accumulation of people in one area and the daily movement of those people following their daily avocations. Obviously where there is no population, or no movement of population, there is no need for streets and it will therefore be appreciated that a street system to be of value must be predicated on where the 750,000 inhabitants of greater Toronto live, work, and play, the numbers by which this 750,000 may be increased in the future and the establishment of residential, commercial and industrial areas to serve their needs. This idea has been pursued as far as possible in the preparation of the plans by the consideration of population statistics prepared by the Assessment Department and the Rapid Transit Report of 1915.

A study of the plan of the City reveals in a very marked manner the influence of the plan of the original Township of York in which the farm lots in some sections ran north and south and in others east and west, the predominant direction of the streets in subsequent divisions being for economic reasons parallel to the depth of the lot. We find in North Toronto that the prevailing street direction is east and west, while generally throughout the rest of the City it is north and south.

Barriers having considerable effect on traffic conditions are the Rosedale ravines, the escarpment commonly known as the hill, Queen's Park, University lands centrally located, cemeteries, the valleys of the Humber and Don, and the railways. The latter are in the main, with the exception of the Belt line, sufficiently provided with crossings as is also the Don which with Fleet Street will have nine crossings between Leaside and the marsh, a distance of about three miles. The Humber has three crossings between Dundas Street and the Lake, a distance of $2\frac{1}{2}$ miles, and having in mind the inevitable widespread development west of the river and the additional barrier imposed by Grenadier Pond and High Park, we view with considerable apprehension the future congestion at the Lake Shore Road and at Bloor Street.

The general inadequacy of the other main entrances to the City and their inability to handle in a satisfactory manner the great volume of tourist and weekend traffic during the summer months is also a matter of concern, and we are of the opinion that every effort should be made to secure a roadway allowance of sufficient width for a distance of 10 miles from the City limits on the Lake Shore Road, Dundas Street, Yonge Street and the Kingston Road.

It will also be noticed that many streets, so situated geographically as to be of great traffic value, work with a minimum efficiency because their traffic equipment is inadequate. The greatly increased value of Church Street, due to the pavement widening, is an example of this, and it is proposed to link up and develop such streets as definite traffic thoroughfares with a maximum width of pavement.

To develop an adequate street system in Toronto, providing ideally located thoroughfares for the distribution and segregation of traffic, presents no engineering difficulties if cost be not a factor, but while fully realising the importance of the whole project, we are of the opinion that the utilization of ideal principles in the preparation of the plan would be an unnecessary extravagance, and have, therefore, incorporated existing disconnected roads into main traffic ways to the greatest possible extent, with a consequent irregularity of alignment, which, although it may spoil in a measure their appearance, will not, however, detract from their efficiency. For this reason also, diagonals are not suggested except for short connections. It is our opinion that the small additional efficiency obtained therefrom does not justify their development in a densely populated city area, involving pro-

perty mutilation, complicated intersections, and great cost. In an undeveloped rural area where the surrounding street system can be made to conform, diagonals are desirable; otherwise they have a tendency to attract and concentrate traffic to an undesirable degree.

As will be gathered from the foregoing, the plan is essentially utilitarian in character, and no special attempt has been made to create vistas or sites for the display of architectural features which are characteristic of cities aiming at aesthetic pre-eminence. Toronto has many fine buildings so situated that their beauty cannot be properly appreciated, and is generally lacking in focal points where other fine buildings may be suitably displayed. While fully realizing the importance of this phase of the city planning problem, we feel that the utilitarian side must receive first consideration, with the reservation that the main thoroughfares laid down on the plan, in general portray principles only and are subject to survey on the ground, and that in their final development the question of aesthetics should not be overlooked.

A general survey of traffic conditions reveals three major causes of congestion and delay, with more or less self-evident remedies, viz.:—

First—Traffic volumes in excess of street accommodation. Since it is impossible to restrict the volume of traffic, this condition can only be overcome by the provision of more streets.

Second—The increasing use of the automobile and the mixture of classes of traffic, varying in speed and character on the same street. This calls for segregation, or, in other words, the provision of adequate streets for automobiles where they will neither hamper nor be hampered by other classes of traffic. It is impossible to predict the saturation point for automobiles, but the fact that there is one to every seven people in Toronto as compared with one to every three in Los Angeles would make it appear that it is not yet reached, and that to plan for increase in population alone is not sufficient.

Third—Traffic intersections are and probably always will be the greatest single direct cause of traffic delays. The ultimate solution is perhaps grade separation. We are of the opinion that the traffic circle is an effective substitute which experience has shown to operate with great efficiency.

Traffic movement has been studied from traffic counts in and out of the central commercial district bounded by Bathurst Street, Bloor Street, the Don and the Bay. To have their maximum value these counts should be taken at a period of normal maximum travel. This, of course, has been impossible during the winter months, and their value has been chiefly the extent to which they have enabled us to study traffic concentration and distribution.

The plan has been based upon the assumed needs of a population of 1,500,000, or approximately twice the present population of greater Toronto. From earlier investigations by the Rapid Transit Committee and personal observation, it seems fair to predict that the 750,000 of population to come will be located approximately as follows:—

District "A"—East of the west branch of the Don	100,000
District "B"—West of the west branch of the Don, and east of Bathurst Street.....	125,000
District "C"—Between Bathurst Street and the Humber.....	375,000
District "D"—West of the Humber.....	150,000

The following general description of the method of computation of the street needs of District "A" is typical of all districts. From careful analysis of the traffic counts, the maximum reasonable automobile load for different types of streets was found to be as follows during a rush period of two hours, viz.:—

66-foot street with street cars.....	1,000
66-foot street without street cars, with 42-foot pavement.....	2,000
86-foot street with street cars.....	2,000
86-foot street without street cars, and with 54-foot pavement.....	6,000

The population of District "A" is 187,930, and the number of automobiles crossing the Don on March 14th, this year, between 4.30 p.m. and 6.30 p.m., was 6,992, or 27 per thousand. On this basis, an estimated future population of 287,930 would necessitate the provision of street accommodation for 10,661 automobiles. The present Don crossings, together with a 60-foot pavement on Fleet Street, will, in accordance with the reasonable maximum loads mentioned, accommodate 13,000 automobiles, or about 22 per cent. more than necessary. To ensure as far as possible uniform distribution, which the traffic counts show to be far from the case, it is proposed that Gerrard and Dundas Streets be extended to the Kingston Road, and that a new through street be opened north of the C.N.R. to connect with Riverdale Avenue.

The 22 per cent. surplus accommodation will, we feel, take care of increased automobile traffic and faulty distribution. It should also be noted that, owing to the probable development of industries in other than the central area, the movement of traffic from any district into the central area is most unlikely to increase in the same ratio as the population of that district.

Following is a brief description of the more important recommendations illustrated by the plan, and numbered serially thereon, viz.:—

1. University Avenue and Avenue Road present the possibility of the creation of a major traffic route second only to Fleet Street and Lake Shore Boulevard in importance. It is proposed to extend and widen the same where advisable between Front Street and Yonge Boulevard to permit wider pavement and sufficient sidewalk accommodation, and to transfer the car line to the proposed extension of Bay Street from Davenport Road to St. Clair Avenue.

2. Bay Street extension, from Davenport Road to Oriole Road, to provide additional northerly outlet to the Hill, with subway at C.P.R.; pavement width, 54 feet.

3. Sherbourne and Jarvis Streets extension, via Mount Pleasant Road, to north City limit, to provide major highway; pavement width, 54 feet.

4. The provision of a roadway running northerly from Keating Street to Eastern Avenue along the east bank of the River Don. This would in effect form an extension of the East Don Roadway; and would afford ready outlet to Broadview Avenue via Eastern Avenue.

5. Richmond Street to be relieved of street cars, widened to 66 feet where necessary, and extended to Shaw Street and George Street, to serve as a central interceptor and distributor with a 46-foot pavement.

6. Shuter Street extension via Sydenham Street and a short diagonal to Dundas Street, at River Street, for the purpose of Queen Street relief; pavement width, 46 feet.

7. Dundas Street extended easterly to the Kingston Road, relieved of street cars east of River Street, will, in conjunction with Shuter Street extension, act as a distributor and afford relief for Gerrard and Queen Streets; pavement width, 46 feet.

8. Gerrard Street extension westerly to Dovercourt Road to provide relief for College and Dundas Streets; pavement width, 46 feet.

9. Church Street extension via Davenport Road and streets through Nordheimer Estate to Spadina Road and St. Clair Avenue. Subway under C.P.R. tracks to be varied to accommodate traffic on this street as well as that from St. George Street. It is suggested that a subsidiary highway be constructed in the ravine from Roycroft Drive to the intersection of Arlington and Dunham Avenues.

10. Beverley Street extension southerly to Richmond Street, and the diversion north-easterly of St. George Street to the varied Davenport Road subway under the C.P.R.

11. Poplar Plains Road widening from Bridgman Avenue to Clarendon Crescent, and the provision of a parallel to Avenue Road via Heddington, Mona, Ledbury and Clyde Avenues.

12. Temperance Street, if connected with Lombard and Duchess Streets via the Yonge Street Arcade, will materially increase the fluidity of traffic; pavement width, 46 feet.

13. Lake Shore Boulevard and Fleet Street to be extended easterly to the Kingston Road and Woodbine Avenue, with a loop along the north side of Exhibition Park, from Strachan Avenue to Dowling Avenue. This thoroughfare is so situated geographically that it is one of the most important in the City.

The Lake Shore Road, the Exhibition loop, and Commissioners Street, with the extension of Queen Street westerly north of the C.N.R. to connect with Queen Street in Etobicoke, at the Humber, will give additional accommodation which will probably suffice.

14. Queen Street widening, from Soho Street to Sherbourne Street, would form a dominant factor in central traffic relief, and would act as a mixed traffic distributor for the central congested district; minimum pavement width, 54 feet.

15. A highway north of Bloor Street, from the intersection of Church Street extension with Yonge Street, and thence to Jane Street; pavement width, 46 feet.

16. Charles Street to be widened from University Avenue to Yonge Street, and extended to Glen Road and Howard Street for Bloor Street relief; pavement width, 46 feet.

17. Wellesley Street extension westerly to Brock Avenue to provide relief for College and Harbord Streets; pavement width, 46 feet.

18. A trunk road paralleling Danforth Avenue to the north, between Cambridge Avenue and the east City limit; pavement width, 46 feet.

19. Bloor Street widening, from Spadina Avenue to Dundas Street, to complete its establishment as a great link in the Provincial Highway System, and as the City's principal cross-town trunk highway; pavement width, 54 feet. Subways to remain at present width.

20. Dupont Street extension to connect with Jarvis and Sherbourne Street extensions, and Jane Street, via Roxborough Street; VanHorne Street, Royce Avenue and Annette Street; pavement width, 46 feet.

21. Duplex Avenue extension to be completed from Yonge and Balliol Streets to Yonge Boulevard for Yonge Street relief; pavement width, 46 feet.

22. Victoria Street, relieved of street cars, to be extended northerly via Park Road, to Jarvis and Sherbourne Street extension, for purpose of Yonge Street relief; pavement width, 46 feet.

23. Yonge Street to be widened from Church Street extension to Heath Street, with park development from Crescent Road to Belmont Street on the west side, and to the new market on the east side; pavement width, 54 feet.

24. Benson Avenue and Rosemount Avenue extension to St. Clarens Avenue, and connection via Hocken Avenue, Melgund Road, Lyndhurst Avenue, Walmer Road and Bridgman Avenue with Davenport Road subway; pavement width, 46 feet.

25. An easterly extension of Riverdale Avenue about parallel to the Canadian National Railway to relieve Danforth Avenue and provide more uniform distribution of traffic; pavement width, 46 feet.

26. Rogers Road extension via Strathearn Road and Kilbarry Road to Oriole Parkway to provide a cross-street between St. Clair Avenue and Eglinton Avenue; pavement width, 46 feet.

27. Berkeley Street extension northerly via Rose Avenue, Howard Street and Glen Road to Summerhill Avenue, thence northerly, via Standish Avenue and under the C.P.R. tracks, to Bayview Avenue; pavement width, 46 feet.

28. A parallel thoroughfare east of Bathurst Street, from Glencairn Avenue northerly; pavement width, 46 feet.

The foregoing are the main thoroughfares proposed in the developed parts of the area under consideration. In addition thereto, are the main thoroughfares laid down on the City's General Plan prepared under the provisions of the Planning and Development Act, which will in course of time be dedicated as the lands through which they run are subdivided, and certain other streets of definite traffic value shown in red on Plan "C", which should be improved by the construction of 46-foot pavements.

In addition to the foregoing, the plans indicate other improvements of lesser magnitude, the more important of which are as follows:—

Connection from Weston Road South north-easterly to Keele Street.

Extension of College Street westerly, from Lansdowne Avenue to Dundas Street.

Connection between St. Clarens Avenue and Lansdowne Avenue subway.

Easement of offset at Dundas and Bathurst Streets and St. Patrick and Dundas Streets, respectively.

Establishment of convenient connection between Dovercourt Road and Oakwood Avenue at Davenport Road.

Easement of offset at intersection of College, Yonge and Carlton Streets.

Diversion of Eastern Avenue at Trinity Street.

Extension of Coxwell Avenue southerly from Queen Street to Eastern Avenue.

Extension of Eastern Avenue from Queen Street, at the Woodbine race-course, north-easterly to Dundas Street extension as proposed.

Extension of Patricia Drive southerly across C.N.R. right-of-way, main line east, to McMillan Avenue, and thence southerly by Brookside Drive, to Kingston Road.

Provision is made in this plan and in the City's General Plan under the Planning and Development Act for the construction of boulevards adjacent to the Don River and the Humber River, and the junction of these on the highlands to the north-west of the City, and the connection of same with the boulevard on the lake-front.

We wish to acknowledge numerous valuable suggestions from members of the Administration and citizens which have been carefully considered and embodied in the plans, where approved.

In our opinion, the plans submitted illustrate the improvements, which with variations (the necessity for which may from time to time be demonstrated) will reasonably serve the traffic requirements of the greater Toronto area housing a population of 1,500,000, in so far as main traffic highways are concerned and having particular regard for the establishment of avenues and connections which will facilitate the ready flow of ever increasing traffic.

Where proposals are made relative to thoroughfares lying outside the City limits and not covered by the powers conferred upon the Corporation by the Planning and Development Act, it is to be understood that they are embodied on the plan as suggestions only to the respective outside municipalities, in order that if in conformity with their views, development may harmonize with that within the City which this municipality is seeking to accomplish; thereby conferring mutual benefit.

Mr. M. A. Stewart, Principal Assistant Engineer of the Department of Works, joins in this report. Mr. Tracy D. leMay, City Surveyor, and Mr. Stewart have been directly charged with the preparation of plans submitted and the working out of details. The members of your Advisory Committee desire to record their appreciation of the services of these officers and further recommend that Mr. M. A. Stewart be added to the Committee.

All of which is respectfully submitted.

(Sgd.) J. J. WOOLNOUGH,
City Architect.

(Sgd.) TRACY D. LEMAY,
City Surveyor.

(Sgd.) GEO. WILSON,
Commissioner of Finance.

(Sgd.) C. E. CHAMBERS,
Commissioner of Parks.

(Sgd.) W. GEO. FARLEY,
Assessment Commissioner.

(Sgd.) M. A. STEWART,
*Principal Assistant Engineer,
Department of Works.*

(Sgd.) R. C. HARRIS,
Commissioner of Works.

(Plans on file in City Clerk's Department.)

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